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## UNIVERSITY TRAINING FOR PUBLIC SERVICE

BY EDWARD A. FITZPATRICK

Nowhere in the United States is there a training school for public service in connection with a university. Everywhere there is need for the trained public servant. The universities have well established law schools, medical schools, engineering schools and agricultural colleges. They have established separate schools for the training of business men, ranking in dignity with the others. But the medical schools do not provide the training for the public health work. The engineering schools do not provide the training for public works administration. The law schools do not even recognize that they may do anything in training judges.

The only field of public service in which there is fairly adequate provision for training is in the field of educational administration. It is a rather striking fact, too, that the two schools that are in the van of the movement are connected with privately endowed institutions—Teachers College, Columbia University, and the School of Education at the University of Chicago. Even here practically no attention is given to the field of university teaching and administration.

The best that can be said at the present time is that there is a consciousness of the problem of training men for public service, and some effort is being expended in trying to solve it. Presidents Roosevelt and Taft issued executive orders putting the consular and diplomatic service on a merit basis. The universities responded by establishing courses. It probably will be granted that the response is more significant as a sign of the university's willingness to help, than of a practical value of the courses proposed. Yale and Columbia coöperate in the outlining of courses in preparation for the foreign service. Harvard and the Massachusetts Institute of Technology coöperate and organize a school for health officers. Both steps are applauded. Chicago is striving valiantly to work out the problem. Texas is attempting its solution in the municipal field. But to find anywhere training for public service on a level with the training for the professions or for private business is not possible.

Turn, on the other hand, to training for the military service. West Point and Annapolis are the answers. Definitely planned courses of study combined with field training, carefully selected instructors, administration under the direction of a great national department, frequent inspections by high military officials, all show the importance that is

attached to training for the military service. But more, the graduate of the institution is guaranteed a position on graduation, and is in direct line of promotion to the highest position. Is the civil service as important as the military service? Does it require similar preparation?

Fortunately we have viewed our army not merely as an instrument of destruction, but as a possible constructive force. Panama is an eloquent answer to the question whether we can train for *civil* service. This is an interpretation of Panama that has not been sufficiently emphasized. The other "civil" work of the army and navy illustrates the same point, and there is abundance of it. Just as significant, too, is the continued training of the army officer. Major General Wotherspoon outlines it thus:

"There has been built up in the army an educational system directed to that end that exceeds in completeness any other educational system in the country. Professional training in the army, unlike in some professions, does not cease when an officer has won his commission; it goes on through all his career.

"Here, we will say, we have an officer who has completed the four-year course at West Point and has been commissioned in a regiment. Immediately he starts on a supplemental three-year course in the garrison schools. If he proves to be successful in a competitive examination he goes thence to the service school of his arm—infantry, cavalry, field artillery or coast artillery. A year there and, if he again wins in a competitive examination, he goes to the staff college for another year. Graduates of the staff college constitute a preferred class for admission to the war college for its one-year course. Ten solid years of study, you will observe. But that is not all; there is a post-graduate course to be taken every year."<sup>1</sup>

Universities are everywhere taking the first steps in training for public service. The University of Chicago is limiting the number of students that may enter its "commerce and public service" course so that it can work out its problem. The University of Cincinnati is placing its engineering students on its coöperative plan in city departments. Throop Polytechnic School has a similar experiment under way.

There has developed recently a practice that has much significance for training for public service. It is the bringing of university men into public service. W. F. Willoughby goes as adviser to the Chinese Republic. Durand leaves the census bureau to go to the University of

<sup>1</sup> Quoted from the New York Press, May 10, 1914.

Minnesota, and is soon directing the economy and efficiency investigation. Fairlie is doing a similar job for Illinois. Commons is a member of the Federal Commission on Industrial Relations, and McCarthy is director of investigations—and so it goes. Along with this is a tendency to make the university the scientific bureau of the State. The Maryland Geological Survey is placed at Johns Hopkins; the Wisconsin public health laboratory is placed at the university; the Cincinnati bureau of city tests is conducted by the engineering department of the university, and the Cincinnati municipal reference bureau is conducted by the political science department. The University of Kansas makes "the physical valuation of the railroads of Kansas for the Kansas public utility commission," and "the investigations for the state bank commissioner under the 'Blue Sky' law of new schemes which may be good or bad, by companies of various kinds." Such facts as these show that in the universities now there is a basis and opportunity for training men for public service.

The Committee on Practical Training for Public Service has outlined plans for training schools for public service. A copy of the pamphlet will be mailed to any reader of the AMERICAN POLITICAL SCIENCE REVIEW, upon request.<sup>2</sup> The committee hopes that no university will attempt to train men for all kinds of positions in the public service. If ever there was a field of effort in which the division of labor would be productive of good, it is here. Every institution ought to try to do only that work for which it has sufficient funds, well trained staff, adequate equipment, and present opportunities. It is not at all clear that every university in the United States, even those included in the Association of American Universities and the Association of State Universities, ought to take up now the work of practical training for public service. Those who are now ready to do this work should restrict themselves to the municipal service, state service, national service or the field of foreign service, depending, as remarked above, on funds, staff, equipment and opportunity.

The kind of organization that each university should adopt, will depend on what it proposes to do. If it wishes to develop men of large point of view who have contact with actual conditions, it will develop its graduate school and require its students to have one year of field training. This is to be secured by providing that a year of practical training may be accepted as a year of "residence" according to the following proposed standard regulation.

<sup>2</sup> Charles McCarthy, Box 380, Madison, Wisconsin.

Candidates for the degree of Doctor of Philosophy must pursue their studies in residence for a minimum period of three years, provided however that the period of residence may be proportionately extended to students from institutions in which the course of study is not regarded as equivalent to that in ———— College. In rare cases, students may, with the approval of the proper administrative authority satisfy the residence requirement in two years.

The requirements of time for the degree of Doctor of Philosophy are wholly secondary. This degree does not rest on any computation of time, nor on any enumeration of courses; although no student can become a candidate for it until he has fulfilled the requirements of residence and study for the prescribed periods.

Candidates for the doctor's degree, in political science or political economy, conforming to all the other regulations for such persons may fulfill the resident requirements of three years graduate study as follows: (1) Two years resident graduate study in some recognized institution of learning, at least one of which must be spent at this university; (2) Practical work for at least eleven months in a governmental department, bureau or commission, a legislative reference library, a bureau of municipal research or similar organizations under the following conditions: that a statement of facts regarding opportunities for practical work, nature and extent of supervision of student's work and related facts be submitted to the department by the committee on Practical Training for Public Service of the American Political Science Association or by a member of the department and accepted by the department concerned as satisfactory; that weekly or bi-weekly reports of time spent and work done be kept on the forms suggested by the committee on Practical Training for Public Service or similar forms, and submitted to the professor in charge of the major subject of the student, currently; and that the institution where student is working be visited by a representative of the department or of the committee on practical training at such intervals as the department may think necessary.

Some schools might very well establish schools for public service similar in rank and dignity to the professional schools of law and medicine. Institutions in large cities might very well organize the proposed graduate school of public administration providing for continuation training for men in public service, on a plan similar to the Graduate School of Medicine at Harvard. Every university could very well establish an institute of government and social research similar to the Mellon Institute of Industrial Research. Every institution is now such

an agency, only its investigations are not specifically directed to public service opportunities.

How much training the man will need depends upon where he is to enter the service. Our present concern is with the higher administrative officials. Two years college work ought to be the minimum basis for specific professional training for public service. There ought to enter into the foundation training of all persons to be in any way connected with public service the following studies: actual government (administration) administrative law; accounting, especially cost and governmental accounting; statistics and graphic presentation; report-writing (English composition); effective speech (debating essential); social study of politics, economics and human association; and fundamental legal concepts.

In every case there ought to be supervisory field training under such safeguards as was proposed by the committee on Practical Training for Public Service at the last annual meeting of the American Political Science Association. The theoretical and the practical must be co-ordinated, as is now happening in universities with relation to their laboratory work. The lectures are treating one subject, the quiz master is questioning on an unrelated part of the text book, and the laboratory work is lagging far behind both. There is need here for coördination and reinforcement. There will be some need if the so-called laboratory work in political science (we choose to say "practical training") is given away from the university. Doctors' theses might very well deal with actual problems. We may come to the time when a piece of work which needs to be done for a community and is well done by a student, will be accepted in lieu of a doctor's dissertation. At that time, too, a professor's reputation may not depend on the books he has written but on the things he has done.

In some particular W. S. Franklin's "Bill's School and Mine" is a remarkable book. It is one of the few unconventional books on education. It has insight. One of the trenchant things in the book is: "Let no one imagine that such a program is impracticable; for in the city, school is the sum of all influences outside the home, and the school day is now more than eight hours, the school week is more than six days, and school lasts the whole year through; these are the facts, say what you will; and everything is in a dreadful state of confusion—excepting only book work. It is time for us to think of the public school as including everything which makes for the efficient organization and orderly control of the juvenile world."

Has this any application to university education—and particularly to training for public service?

#### DECISIONS OF STATE COURTS ON POINTS OF PUBLIC LAW

*Separation of Powers.* Ormsby County vs. Kearney. (Nevada, August 4, 1914. 142 Pac. 803.) Sustains the statute vesting the determination of water rights in the state engineer, subject to an appeal to the courts. Full opinion discussing constitutional aspects, also dissenting opinion.

*Delegation of Legislative Power.* State vs. Howard. (Nebraska, May 29, 1914. 147 N.W. 689.) An act of 1913 directs the insurance board to prepare a form of fire insurance policy as nearly as practicable in the form known as the New York standard. Other provisions of the act have however the effect of varying some of the provisions of the New York standard form.

The duty of the board is to arrange and prepare in proper form the form of contract required under the Nebraska statute, omitting all provisions of the New York form which are in conflict with the law of Nebraska. Its duties are therefore administrative and not legislative and there is no unconstitutional delegation of legislative power.

The direction to use the New York form, as it may hereafter be constituted is, however, invalid because the duties of the officials of the State would thereby be controlled by the future action of the legislature of another State.

*Home Rule.* Davis vs. Holland. (Texas, May 30, 1914. 168 S.W. 11.) A charter provision giving a city the exclusive right to control draining and plumbing, cannot prevail against a general state law upon the same subject, since under the constitution authority cannot be conferred upon the city to suspend state laws.

*Civil Rights and Police Power.* Streich vs. Board of Education. (South Dakota, June 8, 1914. 147 N.W. 779.) In the absence of a legislative prohibition a school district may by resolution require of pupils seeking admission into the public schools the furnishing of a physical record card. This is a reasonable exercise of the police power which does not illegally add to or vary the statutory qualifications for enjoying the benefits of the public school system of the State. "The report asked for would lead to the exclusion of the pupil only when it showed that the child was not of school age, that it was not a resident of the district, or, if the